



Immigration, Refugees
and Citizenship Canada

Immigration, Réfugiés
et Citoyenneté Canada

Assistant Deputy
Minister
Operations

Sous-ministre
adjoint
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Ottawa K1A 1L1

F-1105653

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MEMORANDUM TO THE DEPUTY MINISTER AND THE ASSOCIATE DEPUTY MINISTER

PASSPORT MODERNIZATION ABROAD PROJECT FUNDING REQUEST

FOR APPROVAL

SUMMARY

- The purpose of this memorandum is to seek final funding approval of \$51.9M for the Passport Modernization Abroad Project (PMAP) as part of the Passport Program Investment Revolving Fund.
- The PMAP has undergone a rigorous review and approval cycle via departmental governance and review boards and received
- Funding approval is required in order for the project to move into detailed planning in spring 2020, allowing for pilots in winter 2021 and full deployment by summer 2022.
- We recommend that you provide Funding Approval for the PMAP by checking the 'I concur' box and signing this memorandum by April 28, 2020.

N/R

BACKGROUND:

- Currently, Global Affairs Canada (GAC) acts as our abroad service delivery partner for passports and uses the Consular Management and Operations System (COSMOS) as its consular system in missions, which includes a module for passports. Going forward, GAC is implementing a new consular system, Case, Contact & Emergency Management (CCEM), which will not include a module for passports.
- At the same time and as part of the Passport Program Modernization Initiative (PPMI), IRCC is replacing its domestic passport system, the Integrated Retrieval Information System (IRIS), which is nearing its end of life, with the Global Case Management System (GCMS).

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- IRCC, in collaboration with GAC, launched the PMAP to address these important changes and will leverage the passport issuance platform developed for in-Canada use, through the PPMI, to continue offering passport services abroad. The PMAP is responsible for implementing a new passport issuance solution for Canadians who live, work and travel abroad.
- As a result of the complex overseas environment and in order to reduce risk, the PMAP will follow a phased and iterative deployment approach in order to learn and build at each stage. This will include pilots scheduled for winter 2021 and full deployment to be completed by summer 2022.
- An initial investment (see Annex 1) with partial funding, was approved in 2018-2019 (\$0.9M). As work progressed, a second portion was approved in summer 2019 (\$2M, including a contingency of \$844K) to continue project planning activities. A third portion of \$2.4M was approved in fall 2019 to facilitate the completion of the pre-definition activities and finalize the planning phase. To date, the PMAP is within its total approved budget of \$5.3M for the planning phase. Amounts include Employee Benefit Plan (EBP) but exclude Harmonized Sales Tax (HST).

CURRENT STATUS:

- The project is currently concluding Stage 4 (Project Initiation) and will require funding approval to move on to Stage 5 (Detailed Planning), scheduled to start in spring 2020.

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Recommended Option

- A thorough analysis of six target operating model options was conducted with all partners during summer 2019.
- At the Executive Management Board (ADM level) meeting of September 19, 2019, centralized processing in Canada was approved as the new model for abroad passport service delivery.
- The centralized processing option for the PMAP will be delivered through a minimum viable product (MVP), including:
 - The new service delivery model, where:
 - GAC will perform the intake of applications with an intake tool (Tempo);
 - IRCC will manage processing and approval centrally in Canada, using GCMS;

- Printing of regular passports will occur in Canada while emergency travel documents, temporary passports, and certain observation labels will be printed abroad via a solution developed by IRCC; and
- GAC will distribute passports to clients overseas.
- Leveraging the foundational passport issuance platform delivered through the PPMI, as well as best practices and lessons learned, to facilitate a seamless transition to the new platform.

Finances

N/R

- As a result of further review, the total envelope for approval has been since reduced to \$51.9M, with a revised total funding requirement of \$21.5M in 2020-2021.
- Amounts include EBP but exclude HST.
- Key cost factors:
 - Different technology needs must be addressed in order to meet the unique, and sometimes challenging, abroad passport service delivery network requirements;
 - Compared to deploying domestically, cost implications of deploying this solution abroad are significantly different with unique complexities that must be taken into consideration at every step: from deployment planning and delivery, to change management and training activities;
 - Training will be led entirely by IRCC, which will require considerable planning and coordination; and
 - The PMAP will also require quite a long and measured deployment strategy in order to mitigate risks and to reduce service disruptions.

Current Impacts

- The PMAP is dependent on the solution delivered through the PPMI:
 - On December 3, 2019, the new passport issuance solution was deployed for a limited number of users at IRCC. The new platform is working as intended with over 800 passports issued to date;
 - Pilots at Employment and Social Development Canada will begin in June 2020, with full deployment starting in April 2021 and ending in June 2022; and
 - Impacts to project timelines as a result of COVID-19 are currently being assessed and a risk has been raised.

CONSULTATIONS:

- TBS has been closely engaged through the assessment of the PCRA and they are a core member of the existing governance framework for passport modernization.

- The project team has engaged GAC, as the abroad service delivery partner, throughout options analysis, document review, and costing processes.
- The project team has worked closely with IRCC Finance to establish the costing process. Crosswalk and challenge functions were conducted. The funding requirements were developed from June to August 2019, and approved by IRCC Directors General.
- Interdependent projects such as IRCC's Next Generation ePassport and GAC's CCEM project were consulted to ensure alignment and are partnering on an integrated change management approach. Dependencies have been documented and will be monitored in order to minimize impacts on users overseas.
- The PMAP has undergone a rigorous review and approval cycle via departmental governance and review boards:
 - The recommended option was endorsed by the Executive Management Board on September 19, 2019;
 - The high level Conceptual Solution Architecture was endorsed by the IRCC Architecture Review Committee on February 14, 2020;
 - The Project Oversight Committee (POC) provided Gate 4 approval on March 3, 2020.

N/R

RESOURCE IMPLICATIONS:

- As presented in Annex 1, the total project cost and total FTEs required until project completion (June 2022), including EBP, is as follow:
 - \$32.6M for IRCC, with 107 FTEs;
 - \$7.1M for GAC, with 15 FTEs;
 - \$3M of non-salary cost for Shared Services Canada; and,
 - \$9.2M in contingency, overall, for the project.
- For IRCC, this represents \$12.8M in 2020-2021, \$14.8M in 2021-2022 and \$5M in 2022-2023.
- Despite the current COVID-19 environment, IRCC continues to lead the key PMAP project activities with the ongoing support of our partners. IRCC, as program lead, is responsible for completing and executing all activities related to the successful design, development and deployment of the new issuance system abroad. Key deliverables include:
 - business needs, detailed business requirements and benefits realization plans;
 - business process re-engineering and user acceptance testing;
 - system architecture design;
 - update business and operational procedures and workflows;
 - design, develop and system testing of the intake tool;
 - automation enhancements;
 - design and execute pilot and deployment plans;
 - develop and execute training for overseas staff; and
 - deployment execution.
- There will be some changes in resource allocation from the current operating model as we will be transitioning to a model where the processing of all regular passports is done in Canada.

COMMUNICATIONS IMPLICATIONS:

- The funding for the PMAP is not expected to generate media attention. The PPMI did receive media coverage in 2015, due to concerns with the project's initial planned rollout. However, media and public interest in the PPMI has been low in recent years, and passport spending does not often generate media interest since it is supported by fees and not general tax revenue. Moreover, there is a greater risk of a negative media attention if the roll-out is not successful or there are service delays due to insufficient funding.
- A responsive approach is recommended. Media calls will be handled case-by-case.

RECOMMENDATIONS:

- We recommend that you provide Funding Approval for the PMAP by checking the 'I concur' box and signing this memorandum by April 28, 2020.
- The total project cost from 2020-2021 to 2022-2023 is estimated at \$51.9M, including EBP and excluding HST. Of that amount, the total funding requirement for fiscal year 2020-2021 is \$21.5M for IRCC and partners.

NEXT STEPS:

- Following approval, IRCC will access funds from the Revolving Fund and proceed to Stage 5 (Detailed Planning).
- Return to the Project Oversight Committee in September 2020 for Gate 5 approval.

☐ I concur

☐ I do not concur

e-approved on April 16, 2020

Mike MacDonald

ADM, Operations

X I concur for the funding for 20/21 while we are assessing the COVID assessment ☐ I concur

☐ I do not concur

☐ I do not concur

e-approved on April 30, 2020

Caroline Xavier

Associate Deputy Minister

Catrina Tapley

Deputy Minister

Annexes (2):

1: Passport Modernization Abroad Project - Cost

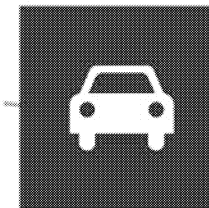
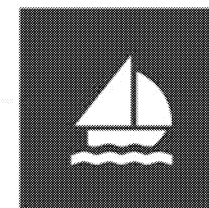
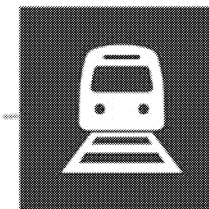
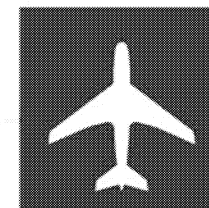
2: Passport Modernization Abroad Project: I

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Annex 1: Passport Modernization Abroad Project - Cost

PMAP	Planning Phase - Approved Budget			Project - Estimated cost			
	2018/19	2019/20	Total	2020/21	2021/22	2022/23	Total
IRCC	736,074	2,886,112	3,622,186	12,789,291	14,760,520	5,086,484	32,636,295
GAC	187,074	692,154	879,228	1,806,455	3,363,113	1,893,583	7,063,151
SSC	-	-	-	3,000,000	-	-	3,000,000
Contingency (IRCC + GAC)	-	844,307	844,307	3,924,250	3,956,223	1,294,636	9,175,109
Total Project Cost	923,148	4,422,573	5,345,721	21,519,995	22,079,856	8,274,703	51,874,554

Note: Includes EBP



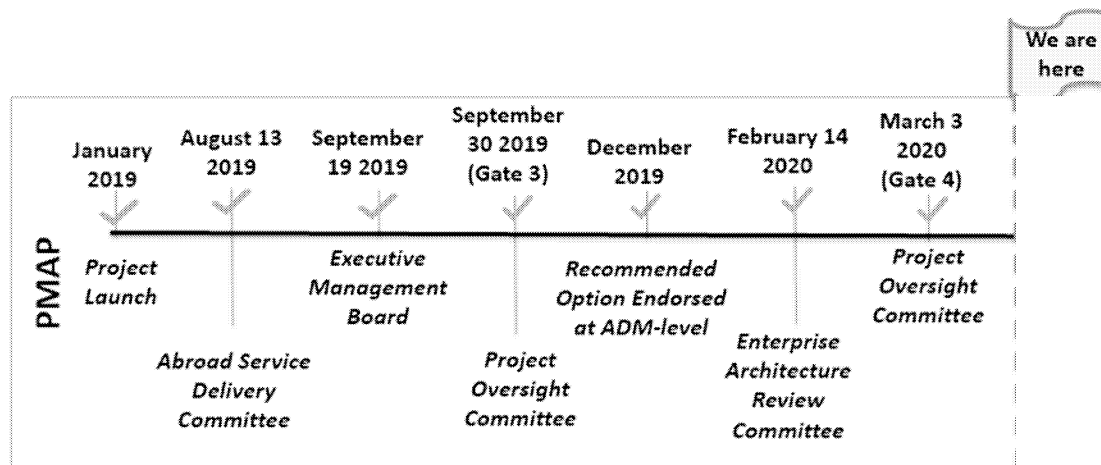
Passport Modernization Abroad Project (PMAP): Funding approval

Projet de modernisation du Programme de passeport à l'étranger (PMPE): Approbation du financement

Purpose

- To present an overview of the Passport Modernization Abroad Project (PMAP).
- Obtenir l'approbation du financement du projet:
 - Funding envelope of \$59.4M (*including Gate 4 CR #3*)
 - Fiscal Year 2020-2021 funding requirement of \$19.6M
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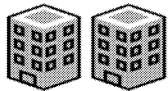
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Background & Context

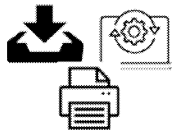
- Immigration, Refugees and Citizenship Canada (IRCC) delivers passport services for Canadians abroad through its agreement with Global Affairs Canada (GAC).
- To reduce project complexity and risk, Abroad services were removed from the Passport Program Modernization Initiative (PPMI) in the last TB Submission in 2019, to be dealt with as a separate project.
- **The Passport Modernization Abroad Project (PMAP)** will focus on the complex, diverse, and unique nature of abroad cases.
- Currently, GAC uses the Consular Management and Operations System (COSMOS) as its consular system in missions, which includes a module (Passport Management Program [PMP]) for passports. Going forward, GAC is implementing a new consular system in 2021, Case, Contact & Emergency Management (CCEM), which **will not** include a module for passports.
- En même temps, IRCC remplace l'actuel système de traitement des passeports (IRIS) qui arrive à la fin de son cycle de vie. IRIS est remplacé par le Système mondial de gestion des cas (SMGC) dans le cadre de l'Initiative de modernisation du Programme de passeport (IMPP).
- Ces changements offrent l'occasion de revoir le modèle opérationnel de délivrance des passeports à l'étranger et d'identifier des opportunités pour l'améliorer.

Passport Program: Abroad Context

Complex Environment



2 departments



3 New system deployments in a complex global environment (PMAP, CCEM, NexGen)



Significant changes to processes, systems, organizational and staff roles, responsibilities and user experience



200+ offices abroad and in Canada
6000+ employees adapting to the changes

Strategic Considerations


- Over 200 offices worldwide
- Different time zones
- Variances in connectivity infrastructure
- Different ways of operating
- Separation of front-end from back-end processing
- Unique clientele to consider when deploying; Locally engaged staff (LES), Rotational Canadian-based staff, and Infrequent Users
(only 2 missions have staff dedicated to passport services and demand for the service varies)



Scope – Minimum Viable Product (MVP)

Mandat

PMPE a pour mandat d'améliorer la délivrance du service à l'étranger:



Updating the service delivery model abroad (See Annex B: Abroad Future Service Delivery Framework)



Moving away from client self-identification



Expanding services to Canadians post issuance

- The PMAP current Business Case focuses on *updating the service delivery model* with a **Minimum Viable Product (MVP)**:
 - As GAC's new solution (CCEM) will not include a passport module and is expected to be delivered by the end of 2021
- The MVP is limited to solutions and responsibilities for **intake** and **processing** of all travel document types currently available abroad:
 - Passeports régulier, provisoire, diplomatique et spécial
 - Titre de voyage d'urgence
- La solution aidera à gérer l'impact de la hausse des demandes. L'année en cours s'élève à 122K demandes.
- Opportunities beyond the MVP will be assessed and implemented incrementally after the MVP deployment begins (See Annex D: Opportunities to Explore Beyond PMAP MVP).

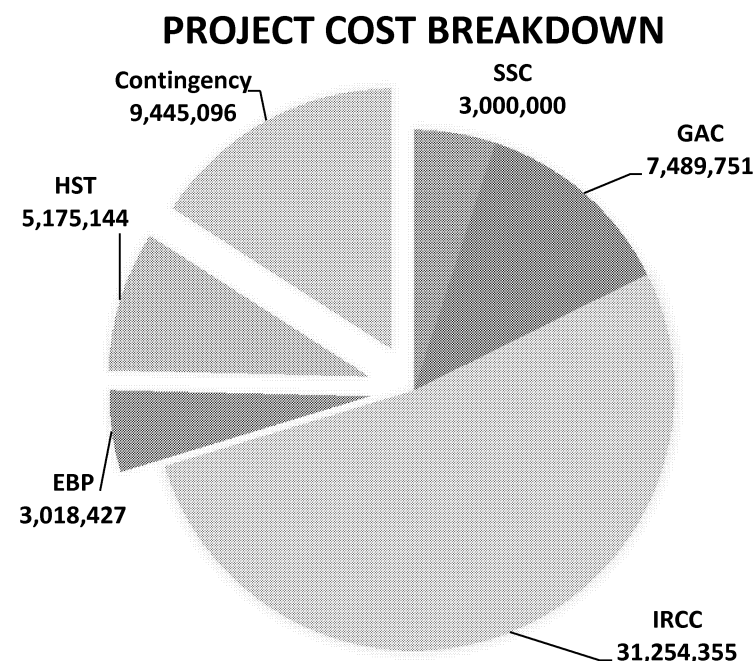
Approach

- **Leverage PPMI project and program management best practices, IT capabilities, and lessons learned** wherever possible to enable effective decision making and alignment.
- **Follow a minimum viable product (MVP) approach.** New enhancements and opportunities will be assessed separately.
- **Utilize an iterative and incremental approach** in each project phase and subsequent phases.
- **La prise de décision sera fondée sur des données probantes**, en tirant partie des meilleures pratiques des 6 nations (Canada, Royaume-Uni, Australie, Nouvelle-Zélande, États-Unis) et en faisant appel à la Direction Générale de la Planification et du rendement des opérations.
- **Impliquer nos partenaires tout au long du projet**, de la planification à la mise en œuvre. Des ateliers et autres outils d'engagement seront utilisés afin d'assurer une communication ouverte et constante.

PMAP Indicative Cost Details

- The indicative project cost over 3 years is estimated at: **\$59.4M** (including Gate 4 CR #3).
- Key Cost Drivers for IRCC include:** Technology gaps that need to be developed; challenging deployment environment (e.g. diverse locations abroad, varied infrastructure); change management and training; network and infrastructure upgrades.
 - Project cost is not dictated by processing volumes (which directly affect operational costs).
 - Although abroad was initially part of PPMI, its deployment cost was not identified as part of previous PPMI TB Subs.

	3 Year Total			
	FTE	Salary	Non-Salary	Total
Global Affairs Canada				
CAN	1.11	140,015	-	140,015
CPDX	8.26	890,022	995,879	1,885,900
CPP	14.30	1,346,983	762,061	2,109,044
SID	-	-	1,931,990	1,931,990
Missions	-	-	326,748	326,748
Internal Services	-	-	1,096,054	1,096,054
Contingency	-	-	2,107,795	2,107,795
Sub-total GAC	23.67	2,377,020	7,220,526	9,597,546
Immigration Refugees and Citizenship Canada				
Admissibility	0.18	18,706	975	19,681
Centralized Network	3.29	297,464	16,242	313,705
Citizenship and Passport Program Branch	14.93	1,286,915	283,843	1,570,758
Digital Strategy	0.42	47,343	2,334	49,676
Domestic Network	1.00	76,151	4,525	80,676
Financial Strategy Branch	1.31	135,258	7,034	142,292
Human Resources Branch	3.92	325,365	18,744	344,109
Integrity Risk Management Branch	1.59	143,064	7,834	150,898
IT Operations	1.72	161,425	8,247,499	8,408,924
Major Projects Branch	2.51	227,579	12,403	239,982
Operations Planning and Performance Branch	7.78	593,955	35,672	629,628
Passport Modernization Project Office	65.05	5,416,667	12,955,434	18,372,100
Client Experience Branch	0.42	37,758	2,067	39,825
Internal Services ¹	2.62	199,797	692,303	892,100
Contingency ²	-	-	6,437,301	6,437,301
Sub-total IRCC	106.74	8,967,445	28,724,212	37,691,656
Shared Services Canada				
SSC Network Upgrades ³	-	-	3,000,000	3,000,000
Contingency ²	-	-	900,000	900,000
Sub-total SSC	-	-	3,900,000	3,900,000
EBP	-	-	3,018,427	3,018,427
HST ⁴	-	-	5,175,144	5,175,144
Total Project	130.41	11,344,464	48,038,308	59,382,772



Note: IRCC, GAC and SSC costs presented in this graph do not include contingency. Contingencies are combined and presented separately.
 Note: PMAP Costing process can be found in Annex I.
 Note: Finance is currently undergoing a costing revalidation exercise, and the numbers reflected on this slide may be adjusted slightly following the completion of this revalidation.

Notes

- GAC Internal Services costed as (12% of Vote 1 Costing and is in line with the GAC internal services model approved by TBS)
- Contingency was calculated using a tiered approach (30%,15% and 10%) for high, medium and low risk work packages
- SSC Costs were estimated by PMAP team based on \$2.3M spent for PPMI.
- HST calculated at 13% of O&M Costs. (only considered if a TB Submission is required)

PMAP Key Risks

1. Multi-Project Alignment: Inter-project dependencies (PPMI, Next Gen, CCEM) will need to be managed effectively; ensuring they are well aligned, project outcomes are realized, and impacts on GAC operations and resources abroad are minimized.

Mitigation:

- A program management approach, with an integrated project governance, will ensure proper alignment of projects.
- The Deployment plan will be reflective of the operational reality abroad and interdependent projects.

2. Complex Overseas Environment: Interoperability, stability, scalability and performance of the systems and the business processes in the complex service delivery environment abroad must be monitored to ensure the project is delivering on its expected outcomes.

Mitigation:

- A detailed, iterative deployment strategy will include monitoring and testing solutions, pilots, an opportunity to assess lessons learned, and plans for corrective actions to ensure that the new operating model is functioning as intended.
- Significant change management activities will ensure GAC and IRCC employees are well engaged and prepared.

3. Printing and Inventory Capabilities: The unknown complexity of the printing and inventory management capabilities required to support the new operating model may impact the implementation timeline of the project.

Mitigation:

- Project stakeholders responsible for the delivery of the printing and inventory management solutions abroad are meeting regularly to clearly define the capabilities needed to support the new operating model and put a plan in place to ensure the timelines of the project are not impacted.

Recommendation

- Recommend approval of:
 - Le coût total du projet estimé à 59,4 M\$ (*includes Gate 4 Change Request #3*).
 - Fiscal Year 2020-2021 funding requirement of \$19.6M.



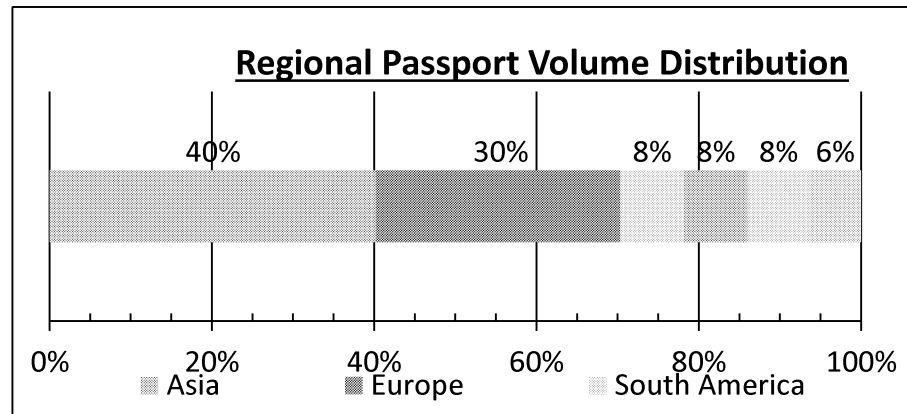
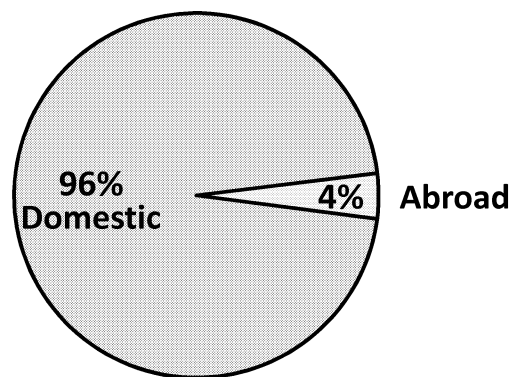
Next Steps

- If endorsed at CFC:
 - Proceed to EXCOM, or
 - Send memo to DMA for approval
- Proceed to Stage 5 Detailed Planning, including completing the Project Management Plan.
- Return to the Project Oversight Committee (POC) in September 2020 for Gate 5 approval.

Annex A: Passport Program: Abroad Context

- Passports services abroad are offered through **211 missions**.
- In 2017-2018, missions received approximately 200,000 applications, representing **4% of all** applications received by the Passport Program.
- The large majority of applications received abroad were for **regular passports (93%)** while emergency travel documents and temporary passports accounted for 7%.

Passport Volume Distribution



*Source: OPPB

Annex B: Key Assumptions



Technology

- Passport legacy systems will remain operational until stable deployment of new solutions
- Technology infrastructure (hardware, capacity, network, etc.) will need to be updated
- La solution technologique utilisera l'automatisation, la validation de l'identité et la répartition du travail
- Enable partners to communicate and work on cases seamlessly
- Solutions must take into consideration missions' size, volume, and regional constraints
- La mise en œuvre de la solution dans les missions des Affaires mondiales Canada (AMC) exclura les consulats dirigés par un consul honoraire



Politique

- IRCC Identity Management Framework, under which first-time applicants may be required to present themselves in-person, will be implemented in the future
- Une mise à jour des politiques pourrait être nécessaire dans le futur



Service

- Le service au comptoir continuera à être nécessaire à l'étranger
- GAC will retain delivery of Emergency Travel Documents and Temporary Passports as their issuance is linked to emergency situations
- Les services ne doivent pas subir d'interruption
- An online channel is being developed

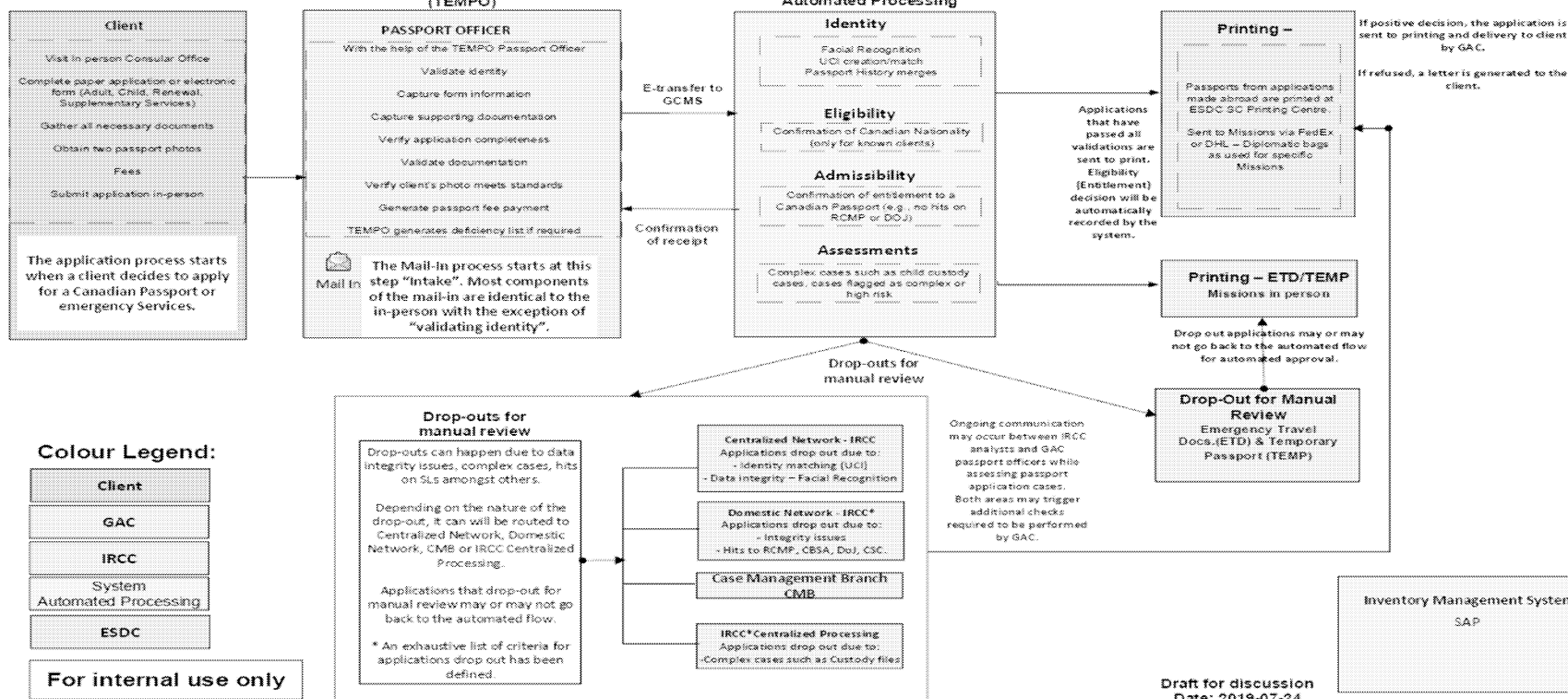
Annex C: Abroad Future Service Delivery Framework

The following service delivery framework will be in place in the future state. Further work is required to more clearly define the process steps and the roles and responsibilities in the abroad context.

To be Abroad Service Delivery - Passport Processing

Option 3 - DRAFT

Application Process



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Annex D: Opportunities to Explore Beyond PMAP-MVP



Updating the Service Delivery Model Abroad

- Increasing efficiencies for printing and distribution
- Providing solutions to reduce rejection rate of photo abroad
- Modernise support model to clients abroad
- Providing clients with multiple and interchangeable channels



Moving Away from Client Self-Identification

- Leveraging verified known information on past clients
- Creating automated linkages to foreign-based trusted sources of information



Expanding Services to Canadians post-issuance

- Explore opportunities to offer services to Canadians travelling and living abroad

Passport Modernization Abroad Project – PMAP Revised Plan

DRAFT



Appendix F: Project Costing Process (Summer 2019)

- The costing process was similar to what would be normally be done for a TB Submission with strong support being provided by Costing and CFO Attestation Division, IRCC Finance.
- Leveraging the PPMI planning products, over 50 PMAP Work Package (WP) descriptions and detailed assumptions were developed, facilitated through working sessions, to gain agreement on the scope of the work and use as a basis for the costing for the options
- While most costing was done at the WP level, GAC did it at the project level and then allocated partial costs to the 5 WPs they led. They also articulated a number of caveats around their costing (e.g., level of confidence; Opt 2 vs 3).
- Crosswalk and challenge activities were conducted with Finance, PMPO and the WP leads to validate the costing.
- Contingency was applied using a risk-based approach at the WP level. For those WPs that were assessed at a higher risk level, a higher contingency was applied. Considerations included factors such as clarity and stability of the WP scope, complexity of the solution and experience from similar WPs in PPMI.

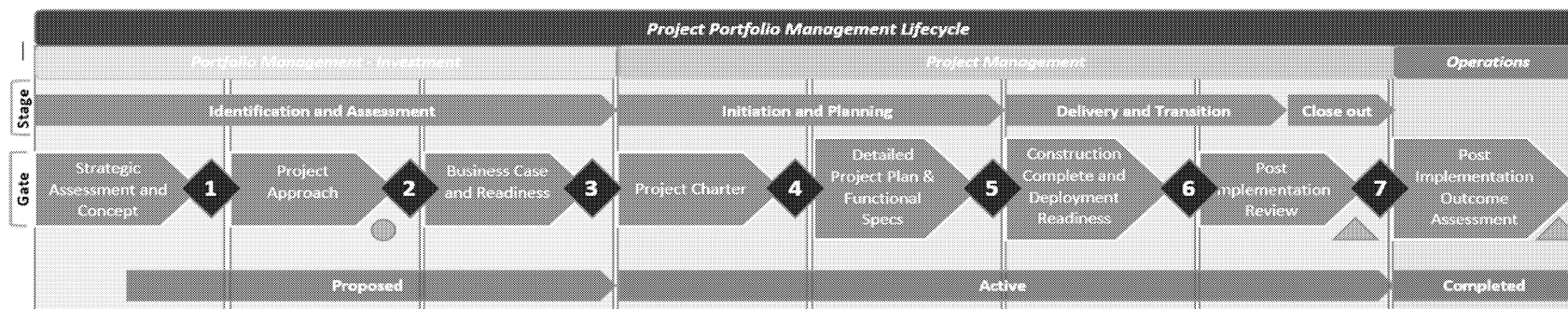


Annex G: PMAP Gating Timeline

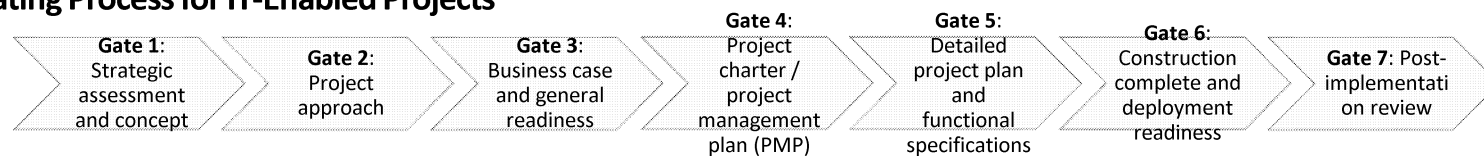
In relation to IRCC Investment and Project Portfolio Management Framework and TBS Gating Framework



IRCC Investment and Project Portfolio Management Framework



TBS Gating Process for IT-Enabled Projects



Annex H: Project Stakeholder Engagement

